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ABSTRACT

The Senate Select Committee on Indian Affairs conducted a November 26, 1979, hearing regarding proposed amendment S. 1855 to the Tribally Controlled Community Colleges Assistance Act (PL 95-471), which would increase the authorization level for technical assistance grants from $3.2 million in fiscal 1981 and 1982 to $10 million for each year. At least 15 such colleges were on record as needing technical assistance, available only to accredited institutions of higher education, to bring them up to standards required for accreditation. Witnesses representing Dull Knife Memorial College and the American Indian Higher Education Consortium spoke in support of the amendment. The Bureau of Indian Affairs representative opposed the amendment as an unnecessary and disproportionately large increase in appropriations. The committee discussed changing the legal definition of a tribally controlled community college so that technical assistance funds could be available for postsecondary educational opportunities. The hearing report contains letters and telegrams both for and against the bill. (SB)

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TRIBALLY CONTROLLED COMMUNITY COLLEGES ASSISTANCE ACT AMENDMENT

HEARING

BEFORE THE

UNITED STATES SENATE
SELECT COMMITTEE ON INDIAN AFFAIRS

NINETY-SIXTH CONGRESS

FIRST SESSION

ON

S. 1855

TO AMEND PUBLIC LAW 95-471, THE TRIBALLY CONTROLLED COMMUNITY COLLEGES ASSISTANCE ACT OF 1978

NOVEMBER 26, 1979

WASHINGTON, D.C.

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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TRIBALLY CONTROLLED COMMUNITY COLLEGES ASSISTANCE ACT AMENDMENT

MONDAY, NOVEMBER 26, 1979

U.S. SENATE,
SELECT COMMITTEE ON INDIAN AFFAIRS,
Washington, D.C.

The committee met, pursuant to notice, at 10 a.m., in room 5110, Dirkson Senate Office Building, Senator John Melcher (chairman of the committee) presiding.

Present: Senator Melcher.

Staff present: Max Richtman, staff director, and Virginia Boylan, staff attorney.

Senator MELCHER. The Senate Select Committee on Indian Affairs is meeting this morning to consider testimony on S. 1855.

This bill would amend Public Law 95–471, the Tribally Controlled Community Colleges Assistance Act of 1978 by increasing the authorization level for technical assistance grants from $3.2 million in fiscal years 1981 and 1982 to $10 million for each of these years.

I sponsored S. 1855 because there are now at least 15 tribally controlled community colleges that are not eligible for operational money because they are in the early stages of development. Without technical assistance, these colleges will not be able to take the most basic steps, the most preliminary steps necessary to bring them up to the standards required to be accredited. In my view, accreditation is vitally important if students attending these colleges are to receive a quality education that is recognized by other institutions of higher education.

In addition, many other tribes may be only just beginning to establish their community colleges but are only eligible for feasibility study money. This is not sufficient to actually get the colleges started.

Both those colleges now operating but not accredited and those colleges on the drawing boards are in urgent need of technical assistance. This assistance is needed for the planning and development of educational, financial, and management programs. These are the vital elements that must be in full operation before accreditation and eligibility for operational money under Public Law 95–471 can be received.

I now place in the record a copy of S. 1855, the bill under consideration this morning.

[The bill follows:]

96TH CONGRESS
1ST SESSION

S. 1855

To amend the Tribally Controlled Community College Assistance Act of 1978.

IN THE SENATE OF THE UNITED STATES

OCTOBER 4 (legislative day, JUNE 21), 1979

Mr. MELCHER introduced the following bill; which was read twice and referred to the Select Committee on Indian Affairs

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A BILL

To amend the Tribally Controlled Community College Assistance Act of 1978.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 109(a)(2) of the Tribally Controlled Community College Assistance Act of 1978 is amended to read as follows:

"(2) For the purpose of providing technical assistance pursuant to section 104, there is authorized to be appropriated for the fiscal year ending September 30, 1980, the sum of $3,200,000, and for each of the fiscal years ending September 30, 1981, and September 30, 1982, the sum of $10,000,000.".

Senator MELCHER. We will be pleased to hear from our first witness this morning, Mr. Earl Barlow, Director of the Office of Indian Education Programs of the Bureau of Indian Affairs.

Mr. BARLOW?

STATEMENT OF EARL BARLOW, DIRECTOR, OFFICE OF INDIAN EDUCATION PROGRAMS, BUREAU OF INDIAN AFFAIRS, DEPARTMENT OF THE INTERIOR; ACCOMPANIED BY: BONNIE PAQUIN, EDUCATION SPECIALIST, POST-SECONDARY BRANCH; AND RALPH REESER, DIRECTOR, CONGRESSIONAL AND LEGISLATIVE AFFAIRS OFFICE

Mr. BARLOW. Thank you, Senator.

Before I begin, I would like to introduce Bonnie Paquin, an education specialist of the postsecondary branch of our Office of Indian Education Programs, and Mr. Ralph Reeser, Director, Congressional and Legislative Affairs Office of the Bureau of Indian Affairs.

I have a statement that I would like to read, Mr. Chairman.

Senator MELCHER. That will be fine. Please proceed.

Mr. BARLOW. Mr. Chairman and members of the committee, I am pleased to testify on S. 1855 which would amend the Tribally Controlled Community Colleges Assistance Act of 1978, referred to as Public Law 95–471.

We do not recommend enactment of S. 1855 because we believe that it would provide an unnecessary increase in an appropriation authorization.

S. 1855 would amend section 109(a)(2) of the Tribally Controlled Community College Assistance Act to increase the authorization for technical assistance appropriations under that act from $3.2 million to $10 million for each of fiscal years 1981 and 1982. Under the current $3.2 million authorization, $600,000 has been appropriated in the Department of the Interior and Related Agencies Appropriations Act for fiscal year 1980.

Appropriations for technical assistance under Public Law 95–471 must be expended in accordance with section 104 of that act which provides that, "The Secretary shall provide, upon request, technical assistance to tribally controlled community colleges either directly or through contract."

Under the first section of Public Law 95–471, a tribally controlled community college is defined as follows:

> (4) "tribally controlled community college" means an institution of higher education which is formally controlled, or has been formally sanctioned, or chartered, by the governing body of an Indian tribe or tribes, except that no more than one such institution shall be recognized with respect to any such tribe.

We are aware of some 21 colleges that might come within this definition and thereby be eligible for technical assistance under section 104 of Public Law 95–471. If all 21 were to participate in $10 million worth of technical assistance funds, each college would average approximately $476,000 in such funds per year, an amount far in excess of that which can be utilized effectively.

The authorization of $10 million for technical assistance also is disproportionately large in comparision with the current appropriations authorization for operating grants under Public Law 95–471

in the amounts of $25 million for fiscal year 1980 and 1981, and $30 million for fiscal year 1982, and in view of the actual fiscal year 1980 appropriation of $4 million.

We see no basis at this time for authorizing an increase to $10 million in funds for technical assistance under Public Law 95–471. Fiscal year 1980 is our first year of operation under the act, and we do not yet have suficient experience upon which to recommend that such a significant change be made in the act. We therefore oppose the enactment of S. 1855.

This concludes my prepared statement. I would be pleased to answer any questions the committee may have.

Senator MELCHER. We have a letter signed by Forrest Gerard which will be made a part of the record, without objection, immediately following your statement, Mr. Barlow.

[The letter follows:]

United States Department of the Interior

OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20240

NOV 21 1979

Honorable John Melcher
Chairman, Select Committee on
Indian Affairs
United States Senate
Washington, D. C. 20510

Dear Mr. Chairman:

This responds to your request for our views on S. 1855, a bill "To amend the Tribally Controlled Community College Assistance Act of 1978."

We oppose the enactment of S. 1855.

S. 1855 would amend section 109(a)(2) of the Tribally Controlled Community College Assistance Act of 1978 (P.L. 95-471; 25 U.S.C. 1810(a)(2)) to increase the authorization for technical assistance appropriations under that Act from $3.2 million to $10 million for each of fiscal years 1981 and 1982. Under the current $3.2 million authorization, $600,000 has been included in the Department of the Interior and Related Agencies Appropriations bill for fiscal year 1980 (see Conference Report on H.R. 4930, H. Rept 96-604, on page H10465 of the November 8, 1979, Congressional Record).

Appropriations for technical assistance under P.L. 95-471 must be expended in accordance with section 104 of that Act (25 U.S.C. 1805), which provides:

> "Sec. 104. The Secretary shall provide, upon request, technical assistance to tribally controlled community colleges either directly or through contract. In the awarding of contracts for technical assistance, preference shall be given to an organization designated by the tribally controlled community college to be assisted. No authority to enter into contracts provided by this section shall be effective except to the extent authorized in advance by appropriations Acts."

Under the first section of P.L. 95-471 (25 U.S.C. 1801) a tribally controlled community college is defined as follows:

> "(4) 'tribally controlled community college' means an institution of higher education which is formally

controlled, or has been formally sanctioned, or chartered, by the governing body of an Indian tribe or tribes, except that no more than one such institution shall be recognized with respect to any such tribe;".

We are aware of some 21 colleges that might come within this definition and thereby be eligible for technical assistance under section 104 of P.L. 95-471. If all 21 were to participate in $10 million worth of technical assistance funds, each college would average approximately $476,000 in such funds per year, an amount far in excess of that which can be utilized effectively.

The authorization of $10 million for technical assistance also is disproportionately large in comparison with the current appropriations authorization for operating grants under P.L. 95-471, in the amounts of $25 million for fiscal years 1980 and 1981 and $30 million for fiscal year 1982, and in view of the actual fiscal year 1980 appropriation of $4 million.

We see no basis at this time for authorizing an increase to $10 million in funds for technical assistance under P.L. 95-471. Fiscal year 1980 is our first year of operation under the Act and we do not yet have sufficient experience upon which to recommend that such a significant change be made in the Act. We therefore oppose the enactment of S. 1855.

The Office of Management and Budget advises that there is no objection to the presentation of this report from the standpoint of the Administration's program.

Sincerely,

Forrest J. Gerard

Assistant SECRETARY Forrest J. Gerard

Senator MELCHER. What are the steps under Public Law 95-471 that a tribally controlled community college must take? At what point would they be able to share in any technical assistance funds?

Mr. BARLOW. Ms. Paquin would like to answer that question.

Ms. PAQUIN. The way the law reads right now, under section 104, it says:

The Secretary shall provide, upon request, technical assistance to tribally controlled community colleges, either directly or through contract.

If you look at the definition of "tribally controlled community colleges," even though in the law, under the definition section, it addresses only tribally controlled community colleges as stated in Mr. Barlow's statement, in the rules and regulations they do refer to a more complete definition. They define "community college" as:

An institution of higher education which is formally controlled or operated and managed by the governing body of an Indian tribe or by the governing bodies of two or more Indian tribes or as established or otherwise sanctioned or chartered by resolution, ordinance, or other official action of such governing body or bodies. However, for this purpose, only one such institution shall be recognized with respect to any one tribe. A community college that meets the requirements of this definition with respect to one or more tribes must meet such requirements with respect to one tribe that has no other currently formally controlled, operated, managed, established, sanctioned, or other chartered community college.

Because this definition begins with, "means an institution of higher education," we think these institutions must meet not only a tribally controlled part of the definition but also that "institution of higher education," which means they would have to be accredited candidates for accreditation or have three letters from institutions that will receive transfer units.

Senator MELCHER. Have three letters?

Ms. PAQUIN. From accredited institutions saying that they will receive transfer credits from this college.

So, in essence, what it says is that those colleges which can meet the requirements for operational dollars, with the exception of not having completed a feasibility study, are then qualified also for technical assistance.

Senator MELCHER. What you are saying is that the regulations, as the BIA has drawn them, do not permit any technical assistance funds until the time when they are accredited?

Ms. PAQUIN. That is right.

Senator MELCHER. Is there any doubt about that?

Mr. BARLOW. Our judgment, Mr. Chairman, is that it is a matter of law and not regulation, and the only possible option that we see at this time is the one criterion that states that a nonaccredited institution's credits will be accepted by three accredited institutions. That might give us some leeway.

Senator MELCHER. What possible institution is going to give credits to some institution that is not accredited?

Mr. BARLOW. That would be a good question.

Senator MELCHER. Is there any possibility of that? Can you name one?

Mr. BARLOW. I would have to say it would be very remote, Mr. Chairman.

Senator MELCHER. It would be impossible, would it not? What kind of regard would you have for an institution that would give credits to a nonaccredited institution? Would that not be grounds for losing accreditation?

Mr. BARLOW. Yes.

Senator MELCHER. How much money has the proposed Dull Knife College in Northern Cheyenne received from this Public Law 95–471?

Mr. BARLOW. Dull Knife has reported an estimated 60 full-time equivalent students. So we would estimate their grant at $4,000 per full-time student to bring them about $240,000.

Senator MELCHER. How much money have they received?

Mr. BARLOW. How much money do they have now?

Senator MELCHER. Yes.

Mr. BARLOW. I am not familiar with that.

Senator MELCHER. How much money are they going to get from Public Law 95–471 in fiscal 1980?

Mr. BARLOW. If they meet the criteria of the feasibility study, and if we are able to fund at the full $4,000 per FTE allowed by the law, their entitlement would be $240,000.

Senator MELCHER. They are not going to get any money in fiscal 1980, are they?

Mr. BARLOW. Conceivably, they certainly can.

Senator MELCHER. Is it not a certainty they are not going to get any money in fiscal 1980?

Mr. BARLOW. Not necessarily. Again, they must meet the requirements of this feasibility study that I think the law is very clear on. If they, indeed, meet the criteria of the feasibility study, then they will be eligible for operational funds.

Senator MELCHER. What would be different between feasibility study funds and technical assistance funds?

Mr. BARLOW. Feasibility studies, I think, are designed to insure that the institution is a viable institution and has a program that has a reasonable chance of being successful. Technical assistance, I think, fits into another category.

We have identified seven areas that would probably come under the definition of "technical assistance": communications accreditation, staff training, legal documents, and so on. So I think there is a difference between a feasibility study and technical assistance.

Senator MELCHER. I am of the opinion—and I would be glad to have you change it for me—that technical assistance is probably more important than feasibility studies.

I do not see Dull Knife, and other tribally controlled community colleges, getting anywhere unless they get some outright assistance which would be identified under technical assistance rather than feasibility. These 60 full-time students really need help in knowing what the legal requirements are. I think the list you have just mentioned under "technical assistance" is the preliminary things they need to do.

You said $600,000 has been appropriated for 1980. Who is going to get that $600,000?

Mr. BARLOW. The institution will make a request in writing to my office, and then I am required by law to furnish technical assistance—either directly through my office or through a contract.

Again, the situation is the question of which institution is eligible for technical assistance.

Senator MELCHER. You must have had to tell the Appropriations Committee some institutions that you thought were eligible. Which ones were they?

Mr. BARLOW. I think that in each case, Mr. Chairman, we used the listing of the 21 institutions that we have identified as being in operation at the present time.

Senator MELCHER. Are they accredited?

Mr. BARLOW. The Navajo Community College is accredited; Ganada College is accredited; Sinte Gleska is accredited; and Oglala Sioux College is accredited. The rest are either in various stages of applying for accreditation or beginning to apply for accrediation.

Senator MELCHER. Are only those four eligible under the law for technical assistance?

Ms. PAQUIN. Under the definition of "institution of higher education," there is a little bit of leeway where the Commissioner can determine a school is making reasonable progress toward accreditation. That would mean that if a school is a candidate for accreditation or has gotten close to that, they could get a waiver of the accreditation status. We do have, I think, two or three schools that are in that situation. We have one school which has written to us and said that they are trying to receive those three letters from other institutions accepting their accreditation. So there could possibly be seven or eight schools right now who would qualify.

Mr. BARLOW. Mr. Chairman, I would like to clarify now that the law we are dealing with does require that the institution of higher education meet the definition of the Higher Education Act of 1965. Under the particular clause it refers to, it does state that "a nonaccredited college, with respect to which the Commissioner of Education"—this is in the Department of Health, Education and Welfare—"has annually determined will meet accreditation standards within a reasonable time" is another option.

Senator MELCHER. Did you bring any language to present in your testimony today on how we could amend the current law to permit technical assistance funds to be used as a basis of trying to arrive at the position of getting accredited?

Mr. BARLOW. If I understand your question correctly, I would say that we have not come up with unanimous or consensus language of what would be required.

In my judgment, I would suggest that the wording, "a tribally controlled community college," perhaps be expanded to something which would include postsecondary academic institutions, including academic to insure that it would not include the so-called technical, vocational programs.

I have Mr. Reeser here; he would like to comment on that.

Mr. REESER. Mr. Chairman, the problem would probably be more easily solved by changing the language in section 104 so that you do not use the term, "tribally controlled community colleges," which is a defined term in the act and causes problems. It probably needs a new term, such as that which Mr. Barlow suggested, "a post-secondary academic school," or something like that.

Senator MELCHER. What are our needs on the reservation? Granted, they are going to vary by reservation and tribe. But what are the most general needs on the reservations? Is not postsecondary the most general and urgent need on the reservation?

Mr. BARLOW. I would certainly agree that it is a great need. The surveys we have done show a great number of people who have not had the opportunity to complete their education, for whatever reason, but would certainly do so if they had the opportunity for some type of postsecondary training on the reservation, where they would not have to leave their homes. They would be there, and they would take advantage of this.

Senator MELCHER. I like your answer only to a degree. What I am trying to elicit is: Is the most urgent need, in terms of education on the reservations, postsecondary opportunities?

Mr. BARLOW. I would agree that, overall, it is the most urgent need.

Senator MELCHER. I can only use my own State as an example, but it is very possible for Indian young people from the Northern Cheyenne, from the Crow reservation, to attend college. It is very possible for Indian youngsters to attend college at Northern Cheyenne. For all of them, it is very possible to attend college at one part of the university system in Montana. But what is lacking is something beyond high school on the reservation. That is true of all the reservations except the Flathead. Are they accredited or not?

Mr. BARLOW. Yes. Do you mean the community college or the Salish Kootenai College?

Senator MELCHER. The Salish Kootenai.

Mr. BARLOW. No; it is not.

Senator MELCHER. It is a satellite of Flathead.

Mr. BARLOW. That is right.

Senator MELCHER. It is not accredited? Well, they seem to be getting in line to do that. Maybe the Blackfeet will too. In my judgment the most urgent need on the reservations at this time is post-secondary education.

I thought that Public Law 95-471 had that as its primary goal. I am learning, of course, that is not its primary goal. That definition of "community college," is not talking about post-secondary institutions at all. We will look at changing that.

I am afraid that Dull Knife will never get going without: (1) having technical assistance; and (2) being treated as a post-secondary education institution—an institution that would have credits accepted by the University of Montana. I do not see that happening very fast. I think that people of all ages would like to have educational opportunities. We want to give them those opportunities in the next 20 years. We had better do things differently from the way we are doing them right now or Dull Knife will not get anywhere. I use that as an example because it is the closest reservation to my hometown and is one of the current efforts by tribes to have a tribal community college.

Would you envision any opposition from Indian tribes if we did modify that definition so that it could be "post-secondary"?

Mr. BARLOW. As of this time I see no opposition.

Senator MELCHER. There is one point in your testimony that I want to refer to; it is on page 2. "The authorization of $10 million for technical assistance also is disproportionately large in comparison with the current appropriations authorization for operating grants under Public Law 95-471."

We are not talking about great amounts of money at all, but if there were going to be some donations from private organizations, they would hardly be likely unless there were some type of accreditation. Is that not true?

Mr. BARLOW. Yes.

Senator MELCHER. What does the Ford Foundation care about a donation to a community college unless it thinks it is accredited? It does not want to put a donation into something it thought had not improved itself or was a fiasco. For that reason, I think accreditation is extremely important.

If the definition were changed, would there be difficulty? Say the definition were changed in such a way that accreditation could be for post-secondary or for a higher level community college, where their credits would be accepted, for instance, by the University of Montana. Would the accreditation for post-secondary institutions be hard to attain? Do we have a criterion for that? How do you accredit a post-secondary institution as something less than a community college, as it is now identified, as being somewhere from which credits would be accepted by an accredited college?

Mr. BARLOW. I guess one of the things, Mr. Chairman, is this: Nationwide, taking into consideration all of the post-secondary institutions, our experience has been that each State handles differently how a new institution is accredited. Also, even at the Federal level there seems to be some disagreement on how best to do this.

In our effort to implement Public Law 95–471, we are looking at a practical approach and developing a feasibility model that is designed to take into consideration the isolation of the reservations, the cultural implications, and the need for such an institution. At this point in time, I guess we are going to be as practical as we possibly can about this. But to come up with a standard system—I really do not think there is one. At least, I certainly have not come across it.

Senator MELCHER. If Dull Knife would be teaching driver's training—driver's training is helpful and is needed by some people who have never had the opportunity for it; and they could be any age from 16 to 60—would that type of credit count toward a community college transfer of credit? Would that type of credit transfer be accepted in an accredited community college?

Mr. BARLOW. I do not think so.

Senator MELCHER. It is strictly post-secondary and nothing more. Is that right?

Mr. BARLOW. That is right.

Senator MELCHER. A course in shop, of one type or another, is strictly post-secondary, is it not?

Ms. PAQUIN. I think we have to differentiate between vocational programs and others. A lot of those programs may go under vocational education. That is not to say that a community college cannot also have a vocational education program, but if that is the essence of what exists there, then that is not an institution of higher education.

Senator MELCHER. Would those types of vocational education programs be the types of credits that could be transferred or accredited under Public Law 95–471?

Mr. BARLOW. I think the key here, Mr. Chairman, is this: When a student submits credits for transfer, the receiving institution will evaluate that transcript. Generally, I believe what they do is compare the credits and courses to what they have. If an institution does not have that particular course in their catalog, they probably will not accept the transfer. You can petition and perhaps sometimes convince them that they should. But I think that is pretty much in the realm of the receiving institution.

Senator MELCHER. Those types of credits are not likely to transfer, are they?

Mr. BARLOW. No; they would not transfer.

Senator MELCHER. I think we have two steps here. First of all, we must sort out the definition, as you have recommended, so that post-secondary educational and vocational education programs could easily fit in. Second, I think we have another problem. I am not sure that we should be separating feasibility funding from technical assistance funding.

How much money is spent on feasibility grants?

Mr. BARLOW. In fiscal year 1980, we have $400,000 appropriated for feasibility studies, $600,000 for technical assistance, and $4 million for operational grants.

Senator MELCHER. I think most Senators who voted for Public Law 95–471 expected it to increase rather dramatically if it were successful. But I do not know how we are going to find out whether it is going to be successful unless we can give this technical assistance, which seems to me to be as important, or perhaps more important, than feasibility studies.

I think Congress is committed to carrying out the act. I know I am committed to it, and I assume Congress is. We are going to have to clear the way for the development of these tribally controlled community colleges. For that matter, maybe we have to get a little more basic and not just be talking about what would normally be community college courses, where you could transfer the credits, but be getting into the very basic postsecondary educational opportunities on the reservations.

I appreciate your testimony this morning. We will see whether we can sort this out and be of some assistance in correcting what appear to be flaws in Public Law 95–471 and making it more workable at a little faster pace.

I do have some other questions that I would like to submit to you, Mr. Barlow, and I would like to have your comments or replies to those questions.

Mr. BARLOW. Yes, sir.

Senator MELCHER. Thank you all very much.

Mr. BARLOW. Thank you, Mr. Chairman.

Senator MELCHER. Is Ira Grinnell, the director of accreditation of of the American Indian Higher Education Consortium here?

[No response.]

Senator MELCHER. Is Ted Rowland, president, Dull Knife Memorial College of Lame Deer here?

Mr. ROWLAND. Yes, sir.

STATEMENT OF TED ROWLAND, PRESIDENT, DULL KNIFE MEMORIAL COLLEGE, LAME DEER, MONT.

Mr. ROWLAND. Good morning, Senator Melcher and members of the Senate Select Committee on Indian Affairs.

Ladies and gentlemen, my name is Ted Rowland; I am president of the Dull Knife Memorial College on the Northern Cheyenne Reservation. I am here on behalf of the Northern Cheyenne Tribe and Dull Knife Memorial College of the Northern Cheyenne Reservation. I would like to have you recognize that Dull Knife is a developing institution in great need of technical expertise to meet the many problems that exist on the reservation. This expertise is necessary in order to enable our college to become a viable instrument in preparing a portion of our population to meet the manpower needs which exist in our area.

The Northern Cheyenne Reservation is the center of one of the largest resource developments in this country at this time, yet even with this development we find the Northern Cheyenne people sadly lacking in skills and, at times, totally unprepared to compete in this realm.

We are unable to assume any of the responsible positions that go along with this development that exists in our area because of the lack of technical knowledge which we can only come by, by assuming higher education for our people. This basic deficiency is reflected in the unemployment rate on our reservation which was 46 percent as of March 1979. This glaring statistic must be compared to the State of Montana which, as of October 1979, had 4.3 percent unemployment and nearby Yellowstone County which had 3.3 percent as of October 1979.

It also should be pointed out at this time that the population of our reservation totals 3,300 people with between 50 and 60 percent under the age of 25 years. This is another reason we can prepare our people, at this age, to assume these responsible positions.

An example of what we are up against was pointed out in an Old West study, a study funded in 1975 with a house-to-house survey conducted by an Old West project in the Colstrip area. This study pointed out that 50 percent of the workers in Colstrip were from out of State and 80 percent of the residents of Colstrip were newcomers to the county.

At this point, Senator, once again the American Indians are being bypassed.

Senator MELCHER. Ted, let me interrupt a moment just so that our transcript will be complete.

When you say "Old West," would you identify that please?

Mr. ROWLAND. This was an Old West funded study which was conducted by our research project located in Lame Deer.

Senator MELCHER. I mean, identify what Old West is.

Senator ROWLAND. It is an organization which offers grants.

Senator MELCHER. It is a four-State regional council, is it not, of Montana, Wyoming, and North and South Dakota—an economic regional council.

Mr. ROWLAND. I believe so, Senator.

This Old West study pointed out that the Northern Cheyenne Indians and people from our community are being bypassed in the job market. This is a direct reflection on the training that our people possess, which is sadly lacking.

Dull Knife College has been making an all-out effort to work with the resources that we have available to us at this time. To address these needs, our resources have proven to be inadequate. Therefore, we are not meeting the technical demands that exist in the industry today.

With the added technical assistance funding, it would be possible for Dull Knife Memorial College to better serve the entire community on our reservation and surrounding areas, to meet the demand that exists today.

Senator MELCHER. You have had, for a number of years, an effort between the tribe and the Montana AFL–CIO to have apprentice programs on the reservation. Has this met with any success?

Mr. ROWLAND. I do not feel that there is any effort that has not met with a certain amount of success. However, I feel that it is time that the Indian people themselves start contributing more to their basic needs. I feel that this will be better understood by our people and the people we are working with.

Senator MELCHER. Do you envision that Dull Knife Memorial College should be a mix of vocational training and community college type programs of an academic nature?

Mr. ROWLAND. Yes; I do.

In our area, as probably exists in our Indian country, we are lacking in most areas of higher education. We need people in those areas. We also need people in the skill areas to meet the demands that exist.

Senator MELCHER. There will be at least another 1,000 construction jobs available in the spring at Colstrip, if construction of Colstrip Three and Four continues. What opportunity are the Northern

Cheyenne people going to have for those jobs? It is only 18 miles from Lame Deer to Colstrip.

Mr. ROWLAND. We presently have a member of our tribe, who is also a council member, employed as a liaison officer between Montana Power and the Northern Cheyenne Tribe to recruit people from our reservation to be employed by Montana Power. So, we are moving in that direction. There is also the Monco Mine that is presently in litigation with the tribe. However, we feel that we have to be prepared for that mine also.

Senator MELCHER. Which mine is that?

Mr. ROWLAND. The Monco Mine, just south of our boundary. That is a Nance mine.

Senator MELCHER. Any opportunity you have with a mine, or with the operation of a powerplant by Montana Power, would be different from the construction jobs; would it not? Would not the contractors, who have the contracts to build the plants, be determining whom they hire?

Mr. ROWLAND. Montana Power would still be the controlling factor. They subcontract projects to, say, Bechtel. However, if you have a good working relationship with Montana Power, you have a good working relationship with Bechtel, hopefully.

Senator MELCHER. Have you had any difficulty working with the construction trades unions in Montana?

Mr. ROWLAND. We are presently attempting to address that problem, exploring various possibilities of establishing some type of working relationship with these people. That might mean establishing our own employment agency and having them sanction us, which we are attempting to do right now.

Senator MELCHER. You heard the testimony of Mr. Barlow this morning. If we were to modify Public Law 95–471 to change the definition in the act of a "tribally controlled community college," to broaden it to include postsecondary educational opportunities, so that technical assistance funds could be used for a broader array of educational opportunities in educational institutions that are tribally controlled on an Indian reservation: Would that accomplish the purpose of helping Dull Knife?

Mr. ROWLAND. I have a breakdown definition. I have always assumed that postsecondary education was exactly what we are attempting to accomplish right now through our community college academic programs and also our vocational education programs. In the area of vocational education, a student can work toward an associate of applied science degree. There is a mixture of lab classes in the shop, along with the necessary academic courses, which would give him a well-rounded education in, say, managing his own business venture if he so desires.

Any technical assistance money that we can secure will be put to good use.

Senator MELCHER. Has the building which was designed primarily for shops, and possibly classrooms, and which was uncompleted last summer, been completed?

Mr. ROWLAND. No; it has not.

Presently there is a crew working on the plumbing, heating, and electrical systems.

Senator MELCHER. Has EDA responded to the committee's request to provide for the rapid completion of that building?

Mr. ROWLAND. Yes; they have.

Senator MELCHER. When will it be completed?

Mr. ROWLAND. They have a deadline which, I believe, falls at the end of December.

Senator MELCHER. At the end of this coming month?

Mr. ROWLAND. Yes; and that deadline includes only the electrical, plumbing, and heating systems. Our students are going to have to complete the building. We will have to complete it ourselves. I would say it will be about 80 percent complete when they finish the electrical, plumbing, and heating systems.

Senator MELCHER. Will the portions of the building be fit to occupy at that time?

Mr. ROWLAND. When the EDA program contractors walk out of there, it still will not be ready to be occupied by students.

Senator MELCHER. None of the building?

Mr. ROWLAND. We are concentrating on the library. We are going to funnel as many resources as possible into that area because we are due in Portland on Saturday for final defense of our accreditation. So, we have to have that library as a priority. We are going to lay our own carpet and finish it ourselves.

Senator MELCHER. Has EDA provided for the repair and the necessary modifications to the exterior part of the building?

Mr. ROWLAND. No; they have not.

Senator MELCHER. Was that not under contract?

Mr. ROWLAND. Originally, it was under the EDA contract. The work project evidently went broke. The soil was not tested properly, and some of the floors are falling. But we are attempting to think of ways to rectify those deficiencies in the building right now.

From information I have, EDA is going to complete the electrical, plumbing, and heating systems, and that is it. We are going to have to accept the responsibility from then on to finish the building.

Senator MELCHER. I think the committee will want to find out whether EDA has properly carried out the function of insisting that those contracts be honored in making the corrections. We will try to help on that. I am a little bit alarmed at the EDA's lack of concern.

Mr. ROWLAND. EDA met with the tribe, as far as the building was concerned, and the tribe made a deal with them. After this deal was made, between the tribe and EDA, the tribe went on record as turning the project over to us. So, it is now officially one of our college buildings.

Senator MELCHER. Thank you very much, Ted. Thank you for being here.

Mr. ROWLAND. Thank you.

Senator MELCHER. Is Ira Grinnell here?

Mr. GRINNELL. Yes, sir.

Senator MELCHER. Ira Grinnell is the director of accreditation, American Indian Higher Education Consortium.

STATEMENT OF IRA GRINNELL, DIRECTOR OF ACCREDITATION, AMERICAN INDIAN HIGHER EDUCATION CONSORTIUM

Mr. GRINNELL. I have never given testimony prior to this time, so I am hopeful that this is appropriate.

It is appropriate that the American Indian Higher Education Consortium be invited to offer testimony to the select committee on S. 1855, first session, 96th Congress. The consortium represents 17 postsecondary educational institutions operating on 17 different Indian reservations. Two of our institutions are "off reservation," and one operates simultaneously on three separate reservations. There are, at least, four additional Indian-controlled colleges which are not members of the consortium, and there may well be more colleges beginning operations this fall about which we know very little. The consortium, however, is the single most important provider of technical assistance, and clearinghouse for consultant services, to tribally controlled colleges in the Nation.

Although the staff of AIHEC is relatively small, our major efforts since 1972 have been aimed at improving tribally controlled higher education services to students, their communities, and American Indian tribes. AIHEC's primary thrust is assisting our constituent member institutions to prepare themselves for candidacy for accreditation and ultimately for accreditation by the various accrediting agencies and associations recognized by the U.S. Office of Education—now the Department of Education.

Of our 17 members, two are fully accredited as community junior colleges, six are candidates for accreditation, five have filed letters of intent to seek candidacy within the year, and three are in various stages of self-study and analysis prior to filing such letters of intent. One, a multitribal vocational education institution, is an associate member of AIHEC and does not plan seeking academic accreditation at this time. The current status of each institutional member of the consortium appears in tabular form as attachment 1 of this statement.

Beginning an institution of higher education is not a simple matter. Most of the members have endured 8 to 10 years of planning and development prior to the formal tribal decision to establish a community junior college. Part of the problem has always been one of inadequate financial support when measured against the priorities requiring the expenditure of limited tribal resources. Indeed, one of the most difficult hurdles continues to be the satisfaction of an accrediting association that the college is a viable institution which will be matriculating students each year and graduating classes at the end of a 2-year period.

With the exception of Inupiat University of the Arctic at Barrow Alaska, all consortium member-candidates for accreditation are associated by sponsorship arrangements with an existing accredited higher educational institution. Inupiat University is not, simply because there is no other college in existence north of the Arctic Circle.

The need for technical assistance by fledgling community colleges controlled by Indian tribes is easily explained. Each of these institutions fills an educational niche which was unfilled for many years and often was hardly recognized even by the tribes chartering them today. All will never be more than small, rural, isolated junior colleges; all face squarely a role of providng training in vocational education as

well as a 2-year preparatory curricula for student transfers to 4-year institutions; all must meet the personnel improvement needs of the tribe controlling them to broaden that tribe's self-governing capability; and all represent transitional academic training grounds for a minority group intent upon husbanding and revitalizing Indian tribal value systems, languages, and "world views," and, at the same time, anxious that their tribal members become participants in the national economy and society. The success of these small institutions to meet these unique problems will prove the viability of the dream of ethno/cultural plurialism in America.

Some administrative legal difficulties have arisen in the past with regard to Federal assistance to tribally controlled, though nonaccredited, institutions of higher education. The desire to achieve accredited status, however, has not been lacking among the tribally controlled institutions. Each of the member institutions of AIHEC within the constraints of purpose is moving as rapidly as possible toward accreditation. Indeed, the Tribally Controlled Community Colleges Assistance Act was adopted, and signed into law, to provide grants-in-aid to institutions which cannot be funded through local tax revenues. All Indian tribes lack that tax base.

Our eight institutional members, currently unable to qualify as candidates for accreditation or as accredited colleges, do rely on their sponsoring college but must compete with other programs for title III moneys. As is common for public agencies, a percentage is lost through administrative costs before the Indian college receives any assistance.

The AIHEC institutions' primary goal at this time is to see the authorization for technical assistance increased from $3.5 million to $10 million. The ability to obtain increased technical assistance would reduce the time required and eliminate the often wasteful "piecemeal" approach to achieving accreditation.

The accrediting associations suggest that about 2 years be spent in self-study and institutional needs assessment prior to filing a letter of intent to seek candidacy for accreditation. Two more years are usually required to stabilize the college situation prior to a request for evaluation for accreditation by the accrediting agency. Another 2 to 5 years may be required before a favorable, full-fledged accreditation evaluation is accepted by the accrediting commission. It is not uncommon for private institutions to require more time to receive accreditation. Private foundation support for institutional self-study, faculty improvement of new colleges, and other accreditation-oriented grants have diminished recently. Some of that loss, which needs to be offset by Federal funding, derives from the seemingly contradictory situation of many small private colleges closing at the same time as Indian tribes are trying to establish new colleges.

Meeting the objectives established by Indian tribes demands new approaches. The old, traditional approaches, workable for church-supported colleges or some of the older community institutions, do not fit. A tradeoff has always existed among community colleges between academic excellence to permit transferability of credit and the occupationally oriented "how to" courses. The recent proliferation of community college "hobby" courses to improve the quality of life for middle-aged and older students does not square with the seemingly similar "handicraft/Native culture" needs of the Indian college.

The inculcation of bilingual and bicultural foundations is vital to young Indian students if those students are to become masters of both traditional Indian and "American mainstream" societies. There can be no tradeoff of academic excellence. Indian students coming from small campuses, and often with poor secondary preparation, must not be saddled with a built-in "failure factor" by the 2-year junior college.

Also, most public vocational/technical schools have commonly been several years behind in recognizing needs of industry and the business community. Since that pitfall is plain, there is no reason for American Indian postsecondary education to make the same mistake. The solution of these problem situations involves more time and effort from the individual Indian tribe and additional technical assistance to achieve results which not only meet the needs of the students but which do not undermine those values and shared ideas held by a particular Indian community.

I am willing to respond to any questions the committee may have. Because I have held my position for just a little over 1 month, I may plead ignorance to a specific question of fact, but if the answer can be obtained, it will be provided to the committee for the record. My concern at this time is to provide useful information for the committee's deliberations.

I have an attachment which looked awfully good yesterday. In review, I notice that there is an awful lot of data in there that are abbreviated. I would be very happy to translate some of these if you are interested.

The attachment purports to show exactly where each college is in terms of meeting various kinds of accreditation standards.

Senator MELCHER. Without objection, it will appear in the record at this point.

[The attachment follows:]

ATTACHEMENT I

A. I. H. E. C. Member Institution	Accreditation	Planning	Coop. Arrgnts.	Fiscal Resources	Goverance	Internal Operations
American Indian Satellite Community College (Omaha, Winnebago, Santee Sioux in Nebraska)	In process of becoming indep. Still part of NE Nebr. Jr. Col. Dist.	Master Plan as part of NE Nebr. Tech. Col.	Title III; NE Nebr. Tech. Col. satellite campus	Title III, St.Core funding, ABE, GED, BEOG/SEOG, Tribal AT Old West Reg.	St. Corp; Tr. charters; Ind. Adv.Bd/Bd.of Reg(Nebr.).	Open Adm., AA(Gen. St.),AAS (Agri.,Para-legal, Alco Conslg.,Forestry);ABE/GED.
Blackfeet Community College in Montana	Seeks candidacy has been reviewed by NW Assoc.	Self-Study Complete no Mas. Pl	Flathead Valley Comm. College; U. of Minn;MA Practicum.	Title III; USIHS;GED ABE, BEOG/SEOG;CETA; ITAC, Old West	T.Ch.&Corp.; T. Educ. Comm	Open Adm.,AA(GenStud),AAS (Comm. Hlth,Bus.Ad.),Cert. (AutoMech,Elec,Uphol,CommEd
Cheyenne River Community College (CRST in South Dakota)	Preparing to file letter of intent for candidacy, NC Assoc.	Self-study Continues.	N. St.(SD)Col. Presentation Col (Nursing)	Title III; USPHS; BE OG/SEOG, Old West.	T.& St. Charter & Corp.; Pol-mkg T. Bd.	Open Adm., AA(GenSt);Cour Work offered for BA/MA in Educ.; AAS in Nursing, ABE/ GED.
Dull Knife Memorial College (N. Chey. in Montana)	Letter of intent filed. Eval. review in process	Self-study Continues.	Miles(MT) State; E. M. Col.; M. St. U.; U. of MT Dawson Comm. Col	Title IV, VII; ABE/ GED; CETA; ITAC;BEOG /SEOG; Old WestReg. Lib. Aid.	T.Ch. & Corp. Pol-Mkg appt. Bd.	Open Adm., AA (GenSt);AAS (Sec. Sc.,Agric., BusAd,), Cert.(welding,plumb,HvyEqu) MA level Educ. Crs.Work.
Fort Berthold College Center (Three Affl. Tribes of N. Dakota)	Candidate status by NC Assoc.	Five-Yr. M Pl. w/ Pl. official.	Mary Col.(Tit.III) Minot St. (ND) Col.	Title III; Title IV-B; BEOG/SEOG; ITAC; Old West Reg.	T.&St. Charter Pol-MkgApptv. Bd.	Open Adm.;AA(Gen St); AAS (Bus, Agric); Cert. in Voc. areas.
Hehaka-Sapa College (D-Q Univ. Davis, Calif.)	Accedited by W. Assoc.	Master Plan in review.	N/A	Calif. Core Funding; BEOG/SEOG; GED; Lib. Grant; Crop Sales.	St. Ch.&Corp. Pol-Mkg.Elctv Bd (non-T.)	Open Adm.,AA (Gen Studies); GED.
Inupiat University of the Artic (Alaska Native at Barrow)	Candidate status by NW Assoc.	Planning on M. Pl. continues.	N/A	N. Slope Burr. Core Funding; Int'l Whaling Comm.; WICHE	St.Ch. & Corp Pol-Mkg Elctv vill. reps.	Open Adm. for AA; Selective Adm for BA; AA(GenSt); BA (BusAd,Mgt/PolSci,Educ,Arctic St.);Cert.(Carp.,Welding AMech,Elec, Plumbing)
Little Big Horn Community College (Crow of Montana)	Letter of intent in process	Self-study Continues.	E. MT St (Tit. III) MT St. U.; U. of MT;Miles Com.Col. Dawson Com. Col.	Title III, Title IV -B; JOM; Tr. Sum. Youth; Donner Found.	T.Ch& Corp. Pol-MkgElctv Educ Bd	Open Adm, AA(GenSt,Bus,Comm Health), AAS (SecrSci,VocAg BA Educ. courses.
Little Hoop Community College (Devil's Lake Sioux of N. Dakota)	Letter of Intent filed w/ NC Assoc.	Self-study compl. Planing cont'd.	Lake Region Jr. Col; UND.	Title III; BEOG/SEOG ABE/GED; Old West.	TC Ch &Corp; Pol-Mkg Comm Elctv Bd	Open Adm., AA(GenSt), AAS (BusMgt, Farm/RanchMgt),ABE GED.

ATTACHEMENT I

A. I. H. E. C.

Member Institution	Accreditation	Planning	Coop. Arrgnts	Fiscal Resources	Governance	Internal Opers.
Navajo Community College (Two centers in Arizona and N. Mex.)	Accredited by NC Assoc.	Master Bldg. Plan compl., Gen.Master Plan on-going.	None w/ HE Insts. Practicum arrangements of BIA & T in Soc. Serv.	Core Funding-NCC Act Title III, BEOG/SEOG, T.Ma.ch,CETA, EPA, BIA Band,PHS, Priv. Bus. Grants,StudSrvs	T Ch & Corp, Pol-Mkg Apptv-Elctv Bd	AA (SocSci);AAS (Agric, BusAd,Pre Engrg), Open Adm. Cert. (AMech,Med Tech,SecrSci,Data Proc, HomEc,Pre-H
Oglala Sioux Community College (Pine Ridge, South Dakota)	Candidate Status by NC Assoc.	Systemic to Master Plan on-going.	Title III-BlkH S (SD)Col, USD, SU-SD, Practicum w/ PHS.	Core: BIA Band, Titl III, FIPSE,Title IV-C,BEOG/SEOG, ABE/GED ITAC, Old West	T.Ch & Corp,Pol-mkg Bd w/ Adv. Trustees to Plan	Open Adm,AA(Bus, Agric,GenSt,Nurs-ing,Para-Legal,Pre Engr-Health)AAS,
Salish-Kootenai Community College (Montana)	Self-study prior to letter of intent continues.	Planner pres w/ planning on-going.	Flathead Valley Comm.Col., MSU (mini-courses) PHS	Title III;PVCC; BIA Band; Title IV; Old West	T Ch & Corp, T Elctv Bd Adv	Open Adm; AA(Cant St), AAS(BusMgt, Educ),ABE/GED.
Sinte Gleska College (Rosebud Sioux of S. Dakota)	Candidacy Status by NC Assoc.	Master Plan in process-continuous.	Black Hills St.C. USD, SDSU	Title III, BIA Band, Grazing Tax,LPW,ABE/GED, Old West; Stud. Serv. Income.	T Ch-Corp; St Corp;T Elctv Pol-Mkg Bd.	Open Adm; AA(Bus, Ed,GenSt, CrJust-HumServ)Cert.(Sec Sci),BA/BS CsWk.
Sisseton-Wahpeton College Center (North and South Dakota student clientele)	Self-study prior to letter of intent continues.	Needs anal. in process.	U. of Minn(Morris) U/Minn(Mapls), U/SD.	Title IV, Old West	T. Ch/St. Ch via U/M-Morris Res. Bd. of Ed w/o T. Support	Open Adm; AA(Gen St), AAS (Bus,Sec Sci),Cert (FamCom slg).
Standing Rock Community College (Sioux in North and South Dakota)	Candidacy Status by NC Assoc.	Continuous self-study & planning.	Title III-Bismarck Jr. Col.,U/ND, Practicum-Teacher Training -SRST.	Title III, Title IV, BIA,NSF grant, Old West	T Ch & Corp; T Pol-mkg Apptv Bd.	Open Adm; AA(Gen St), AAS (Bus/Sec Nursing),Welding
Turtle Mountain Community College (Chippewa-Cree in North Dakota)	Candidacy Status by NC Assoc.	5 Yr Master Plan compl'd in '78	NDSU (Bottineau)-Title III; Mayville St. Col; UTEC in Bismarck.	Title III, BIA Band, Title IV, CETA, NIAAA (Research),Old West,BEOG/SEOG, GED	T Ch; St. Corp T. Apptv Adv Bd w/T Apptv Pol-Mkg Trustees	Open Adm; AA(Bus-Aviation, etc.); Cr.Hrs. to Cert.; Voc.Ed;Cr.Hrs.-BA/BS in Bus/Educ
United Tribes Education and Training Center (post-secondary Assoc. Member, N. Dak.)	Voc. Educ. Inst. NC Assoc. for ABC	N/A	N/A	N/A	N/A	N/A

Senator MELCHER. This is very good testimony, Ira.

I think you could help us by identifying some of these abbreviations, though, as a footnote. For instance, I am not sure I understand what "T. Ch. and Corp." means.

Mr. GRINNELL. On the first page of the attachment, the fourth college mentioned is Dull Knife Memorial College. It has a tribal charter—it is a tribal corporation. This has to do with governance. It deals with the board of trustees of that institution, or board of directors—whichever In Dull Knife, it is both tribally chartered and incorporated by a policymaking appointed board.

Senator MELCHER. So, "T. Ch." means tribally chartered?

Mr. GRINNELL. That is correct, Senator.

Senator MELCHER. Thank you.

We have run into a problem in Public Law 95–471. Technical assistance funds are not available to anything other than an accredited community college or one that, in the judgment of the director, is likely to become accredited in the very near term. That is what the law says—technical assistance funds are not available in the preliminary stages to such colleges as Dull Knife. These technical assistance funds are not really available to Dull Knife unless it is accredited or looks like it will be accredited within a matter of months.

This is the very basis of the bill. We think that technical assistance funds ought to come first and not after accreditation. We think that is where we need to emphasize the seed money for these community colleges—in technical assistance itself.

Mr. GRINNELL. I think that is true.

For example, most accrediting agencies, although they do not stress this quite as much as they used to, expect to find a library facility and useful volumes within the library. Most tribes—the Crow, for example—do not have a library facility. The nearest one is in Harton, and it is not very good. That happens to be their No. 1 priority now for their EDA moneys. But this is also going to be part of a museum layout and other things.

If they are looking for libraries and bricks and mortar, they are not going to find them on the average reservation. There ain't no such animal. If you look for any kind of a library on a reservation, you are going to have difficulty finding one.

One of the primary roles of a community college on an Indian reservation would be to provide archives for the tribe. This sounds like a very reasonable kind of approach, but none of them has been able to take that step at this time.

For example, I was in Montana last week. The business college in Billings is closing. My first question to the people there was what was going to happen to their library. It has been in existence for 50 years, and it is accredited. What is going to happen to the business school library? Nobody knew. Presumably, it will be sold to the highest bidder, if they can find one. But small colleges are going out of business, and it seems totally inconsistent that tribes should be establishing new ones.

Senator MELCHER. How important do you view the aspect of a tribally controlled community college to be in relationship to a center of educational activities on a reservation for people—young or old—who are never going to use the credits they receive to get a degree?

Mr. GRINNELL. Of course, this is a two-pronged pitchfork. There is more than one prong to it or roles that the Indian community college has to meet. One of them happens to be academic preparation for transfer to a 4-year institution. The second one, that is of most immediate concern to the students themselves, of course, is preparation for an occupation or job. These are roles that are not unusual.

Third, you have one of community service, or tribal service in this instance, in which the college must be equipped to deal with the training needs of tribal government people. Some tribes have some very specific notions about what they want training for. Some want to train their own teachers. Some are concerned that these are the kinds of capstones to the entire education process necessary.

Then they have another goal, which is one of cultural revitalization. That is what has happened in many of the institutions of the Northern Plains area. It is cultural conservation in other places—the Southwest for example.

I keep going back to a statement made by Virginia Sitir—a lady whose seminars I have attended on occasion—an internationally known family therapist, who made the statement that, among all the many people she had worked with—including pygmies where she had to get down on her knees to look at them face to face—the most significant single problem was one of people having a low self-image. This is one aspect of the educational process that should be served, and it always is served at a college level institution.

That kind of goal is hard to define, describe, and quantify, but the Indian students, themselves, have to be prepared to accept the challenges that they are going to run into, not only on the reservation but off the reservation. I think that is a built-in factor that has to be there as well. Each of these little colleges fits into a niche, really, and they are all trying to get accredited.

A couple of years ago we had 10 members in the consortium; now we have 17. We have two more who have made application to join—whom we considered later, after we had dealt with some qualifications problems and what constitutes a community controlled junior college.

I would say that no one in their right mind would believe that there needed to be a community college at Barrow, Alaska, because there is no other institution up there. But the Eskimos decided they were going to have one, so they set one up, and the institution is now a candidate for accreditation and has been for a year and a half. Probably within another year or so they will be accredited.

Senator MELCHER. I do not understand you, Ira. Did you say, "Nobody in their right mind would conceive of a need there?"

Mr. GRINNELL. If they had, there would have been one there, is what I mean. There are some other people living in Alaska besides Eskimos and they did not bother starting one above the Arctic Circle. But the Eskimos decided they needed a college, and obviously other people did too. Part of their funding comes from the International Whaling Commission. They are doing some very new and different things.

They are supposed to be set up as a 2-year institution, but I see it becoming a 4-year institution very, very quickly because there are no other facilities there. I have talked to people—not just Eskimos from there—they have told me what they think their colllege is going to do. They call it the University of the North. It sounds like it is going to engage in research that will be at university level. They seem to have no difficulty in finding professors.

Senator MELCHER. If there is any place that needs a community college, in the whole world, I cannot think of a greater need than at Barrow because they are so isolated. If they have a lot of dough, they can fly back and forth to Anchorage. But you are not just going down the road apiece; it is about 1,500 miles from Anchorage to Barrow. But what their opportunities would be in terms of international research I cannot predict. Obviously, it would be unique in terms of whaling.

The need for educational opportunities beyond high school is certainly dramatized at Barrow which is so totally isolated. I hope that the North Slope Corporation will have significant funding to assist in that. I am not surprised at your saying that they command some international attention and interest as probably a future place for whaling research. It certainly is unique.

Then you mentioned tines on a pitchfork. Was that the term you used? Maybe we should say that a pitchfork is generally thought to have three tines; a barley fork has five, and there are some other forks that have many more tines. What you have listed is, appropriately, the mix that a community college that is tribally controlled on an Indian reservation would have to fulfill if it would fulfill all we would like it to fulfill. There are many aspects other than just preparing a student to transfer after 2 years to another college and then receive a degree from that college. I agree with you—there are many other aspects.

I was interested in the point you made about the library. The first thing we ought to have is an archive for tribal history. That is certainly true. I had not thought of that. So often we are losing that.

Mr. GRINNELL. That is correct.

Even if they bothered to microfilm years and years ago, the Library of Congress has already discovered that some of the early microfilm is no good, and it has to be reprocessed now.

Senator MELCHER. That is right.

Thank you very much, Ira.

The committee will want to look at, not only the authorization increase to provide technical assistance pursuant to section 104, but we will also want to look at the possibility of amending section 104 to make it more workable in the broader sense and, therefore, make technical assistance funds available in the preliminary stage to a tribally controlled community college.

This concludes our hearing this morning. The committee will stand adjourned, subject to the call of the Chair.

[Whereupon, at 11:25 a.m., the hearing was adjourned subject to the call of the Chair.]

[The following material was received for inclusion in the record:]

THE COLLEGE OF GANADO,
Ganado, Ariz., November 26, 1979.

Senator JOHN MELCHER,
Chairman, Select Committee on Indian Affairs,
Dirksen Office Building, Washington, D.C.

DEAR SENATOR MELCHER: Professor Dan Honahni, chairman of the College of Ganado Board of Regents, has instructed me to write in response to your kind invitation to testify before the Senate Select Committee on Indian Affairs, concerning S. 1855, a bill to increase the authorization for technical assistance funding under the Tribally Controlled Community College Assistance Act, from $3.2 million to $10 million during each of the fiscal years 1981 and 1982. Unfortunately, the financial distress which this institution is experiencing prohibits travel to Washington at this time, and, therefore, neither Chairman Honahni, nor myself, will be able to appear before the select committee in person; so I ask that these brief comments be placed in the record.

I have been president of the College of Ganado since 1975, and, as you may be aware, ours is a small institution, with a long history, and established reputation, for providing quality education to Indian students. We were granted unqualified accreditation at the associate degree granting level in April of this year, by the North Central Association of Colleges and Schools. (The continuation of this national accreditation may well be based on North Central's satisfaction of their concern for establishment of long-term financial stability for this institution). The college was vitally interested in enactment of the Tribally Controlled Community College Assistance Act (Public Law 95–471) and, as one expecting participant, actively pursued obtaining add-on appropriations that shall fund the act in fiscal year 1980. As such, our interest in the act and its attendant appropriations is unwavering because, without either, the College of Ganado would most likely suffer the financial collapse we're currently trying to stave off. Understandably then, amendments to Public Law 95–471 are of concern to this college, and, therefore, I respectfully offer the following on S. 1855.

S. 1855 is a well intentioned piece of legislation. As a person completely immersed in providing Indian students with the best possible education on a day-to-day basis, I find the desire to assist the development of tribal colleges very understandable. However, there are two aspects of S. 1855 that cause concern.

First, increasing the technical assistance authorization to $10 million, an increase of better than 200 percent, will hopefully not jeopardize the primary emphasis of the Act, which is to educate Indian students. The thrust of Public Law 95–471 is the provision of education, rather than developing institutions, although it is realized that both are inextricably intertwined. (Other federal grant programs exist solely for the purpose of "strengthening developing institutions," and the College of Ganado is an active participant in this title III Higher Education Act of 1965 authorized program). Raising technical assistance to almost 29 percent of the total authority for fiscal year 1981 and 25 percent of the fiscal year 1982 total, however, places a disproportionate emphasis on this important, but rather limited aspect of Indian post secondary education. Furthermore, in the likelihood that the act may not be appropriated to its maximum, the high percentage taken out of available funds for technical assistance, would be drawing severely limited monies away from more needed student, academic programs.

A second area of concern is the absence of any significant constraints, directives, or accountability requirements for the expenditure of technical assistance funds. Technical assistance funds are separate and distinct from operating grants, and the limitations and restrictions that apply to those grants have no bearing on technical assistance expenditures. "T.A." money may be spent for anything as long as it may somehow be deemed "technical assistance." (This leeway was consciously given so that technical assistance funds could be applied where they are most needed). With a greatly expanded budget, however, the potential for abuse is enhanced. With 21 schools currently enumerated as potential beneficiaries under the act, the average technical assistance allocation, at full funding, would be better than $450,000. With the act now in its earliest stages, and with review and reauthorization necessary in the not-so-distant future, it would seem wise to avoid the perhaps embarrassing emergence of schools with sizeable staff and grand, sophisticated "technical assistance" development plans—ones far exceeding the true needs of a more modest student body.

So, while providing technical assistance is a recognized necessity that could possibly use enhancing, any considered expansion should not be to the potential detriment of the true focus of the act—that of educating Indian students! Additionally, the possibility of increasing technical assistance should be considered (along with any other possible modifications in the act), against the criteria of an accountable, educational expenditure.

Respectfully,

DR. THOMAS C. JACKSON, *President.*

[Telegram]

NOVEMBER 23, 1979.

6313 DIRKSEN SENATE OFFICE BUILDING,
Washington D.C.

Requesting your support of F1855 to amend the 1978 bill for technical assistance to Indian community colleges. During fall 1979, 124 students enrolled at Little Big Horn College and 49 are enrolled full time. With the passage of this bill for additional appropriations we can direct our energy toward establishing a credible institution of higher learning here on the Crow Reservation.

JANICE LITTLELIGHT.

[Mailgram]

Senator JOHN MELCHER,
Dirksen Building,
Washington D.C.:

On behalf of the Blackfeet Community College we are submitting our support for F1855 a bill to amend the Tribally Controlled Community College Assistance Act of 1978 to authorize $3,200,000 for the fiscal year 1980 and for each fiscal year ending September 30, 1981, and September 30, 1982, for the sum of $10 million for technical assistance. As a tribally controlled community college grow toward and achieve candidacy status and full accreditation in institutions of higher education the demand for increase skill and knowledge in operating the institutions grow. Technical assistance in the area of management acceditation effort, curriculum development, and staff development in other areas are greatly needed. Please submit this telegram of support into the hearing record.

Sincerely

CAROL C. JUNEAU,
President,
Blackfeet Community College.

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